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ABSTRACT

This document emphasizes the importance and implementation of institutional goal consciousness in higher education. Following introductory material, six suggestions for uses of institutional goals are presented. These suggestions for utilization of institutional goals include: policy formation, decisionmaking guides, planning, management information, institutional evaluation and accountability. Educational Testing Service research on institutional goals is reviewed and six conclusions are presented: (1) colleges intending to redefine goals must first consider whether or not it indeed has the power to define its own directions and then to act in pursuance of new understandings; (2) institutional goal determination, has two end products: identification of goals and establishment of priorities among goals; (3) the responsibility for setting the goal determination lies with the chief campus administrator; (4) institutional goals would profitably be conceived in two categories, outcome goals and support goals; (5) the mechanics of institutional goal determination might well involve both a committee-like task group and some form of opinion or value survey; and (6) it is essential that colleges articulate their goals. (MJM)

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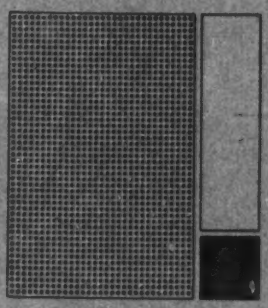

Toward Institutional Goal-Consciousness

Richard E. Peterson

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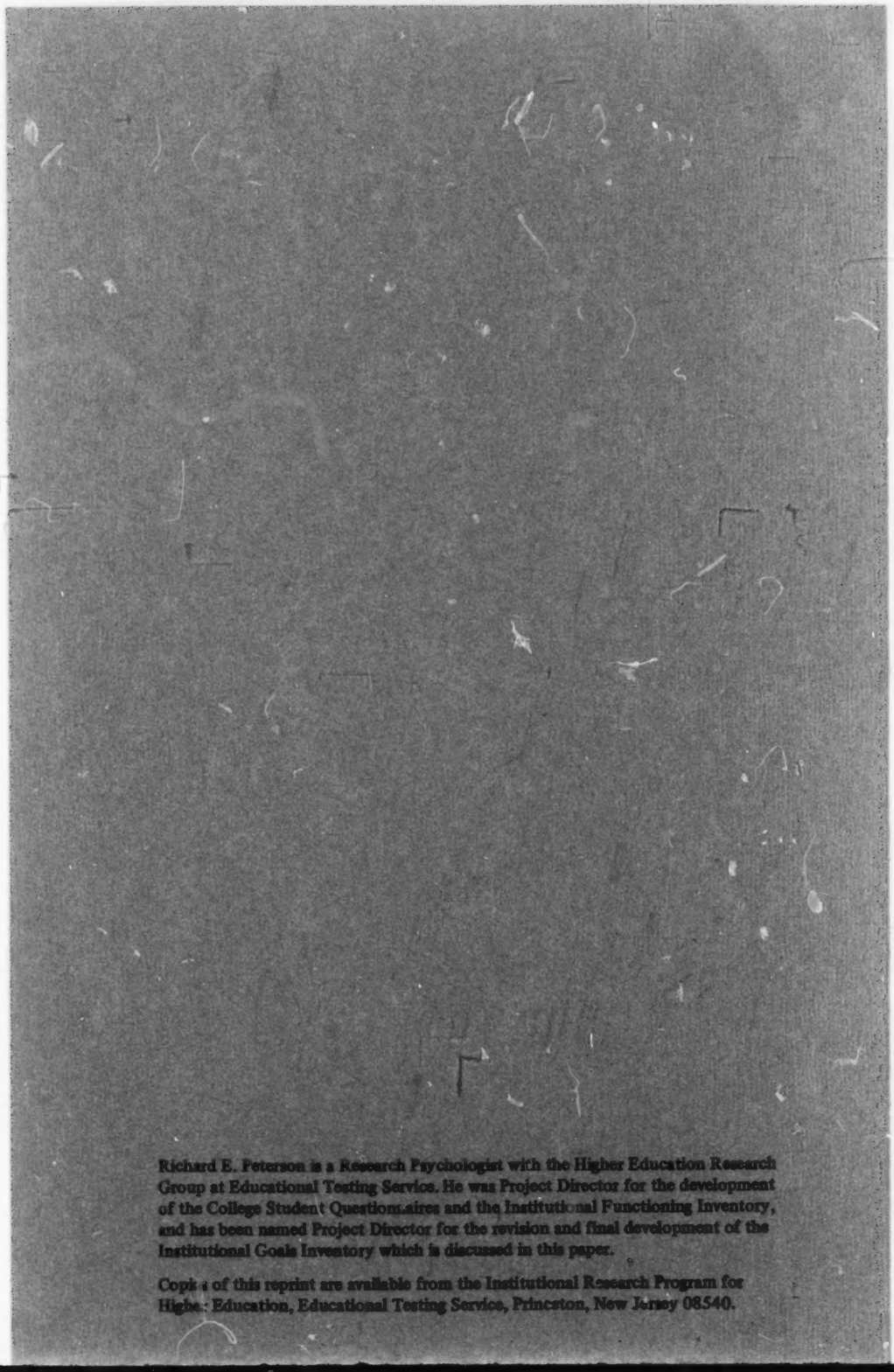

Richard E. Peterson is a Research Psychologist with the Higher Education Research Group at Educational Testing Service. He was Project Director for the development of the College Student Questionnaires and the Institutional Functioning Inventory, and has been named Project Director for the revision and final development of the Institutional Goals Inventory which is discussed in this paper.

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TOWARD INSTITUTIONAL GOAL-CONSCIOUSNESS

Richard E. Peterson

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Toward Institutional Goal-Consciousness

RICHARD E. PETERSON

I. College Goals in Perspective

The concept of an "institutional goal" is just that—a concept, a verbal abstraction. But as a conceptual tool, the notion of goals can be enormously useful in deliberating, determining, and evaluating policy and practice in educational organizations. What should a given college or university attempt to accomplish? Educate the able, or educate the masses? Teach the wisdom of the ages, or prepare youths for the job market? Conduct research on any topic for which funds are available? Render services to any agency in the corporate or government establishments? Sponsor partisan political action? Sponsor ROTC training? These are matters of institutional policy, philosophy or ideology. Or, more from the standpoint of contemporary campus political realities, *whose* goals should the institution embrace—those of older, tradition-oriented professors, of research and discipline-obsessed faculty, of radical students, of conservative trustees? On many campuses, these and many more formal and informal interest groups hold widely divergent and often conflicting views of the role of the institution. What are the implications of such divisions for the well-being of the college? Can a modicum of internal consensus about institutional mission ever be expected, let us say, at the multiversity?

Fortunately, all institutions need not respond to the changing times in the same way. American higher education is not some kind of monolith. Yet diverse colleges—and I suppose I am speaking mainly about private colleges—must be able to articulate their unique goals in ways that are meaningful to their constituencies, supporters and potential supporters, if they are to expect the wherewithal necessary for their survival.

Jacques Barzun has likened the American university to a "firehouse on the corner" that responds to any and all requests for assistance, and for many years, with faithful public support, this was a role the university seemed to accept. Institutions simply added new functions to

existing ones. This academic bull-market, however, seems to have run its course. Financial resources have reached limits of availability. Educational costs have risen to new heights, and various external agencies press the institutions to evaluate their effectiveness and render account for expenditure of public and private funds. Yet it seems that demands continue to be made on the institutions to assume new functions and create new programs. And therein lie the elements of the "collision course" in higher education that David Riesman and others have warned of—the crunch of new demands against limited resources.

Let us consider briefly what some of the goals of American colleges and universities have been presumed to be, in the past and the present.

Going way back, the 18th century colleges came into being chiefly to educate miniscule elites for positions of leadership in the existing establishment. Throughout the 19th century a host of "special interest" colleges were created to serve the interests and values of various religious, occupational and social class groups; many of these eventually evolved into self-styled "liberal arts" colleges. The great watershed came in 1862 with the Morrill Act; the land grant colleges meant publicly supported secular, practical, vocational education for "the industrial classes," and they meant public service. Then, toward the end of the century, there was the importation of the German idea of the university as a center for specialized scientific research and scholarship. Perhaps the final major thread is the dramatic rise since the end of World War II of the two-year community college, with its open doors and community service orientation.

Thus the conventional wisdom is to ascribe three broad purposes to the modern American university: teaching, research, and public service. Ph.D. granting universities, however, account for only 300 or so of the roughly 2600 institutions of higher education in the country.

Some 350 colleges and universities are controlled by the Roman Catholic Church. One of the major dilemmas of Catholic higher education, according to Andrew Greeley,[1] is that many of the Catholic colleges are "seeking the same objectives as the rest of American higher education seeks, (while) also pursuing objectives which are uniquely their own." Thus, an excerpt from one college catalogue:

> It is the aim and purpose of ——— college to assist students in the attainment of the highest perfection of intellect and will of

> which they are capable, in order that their earthly life may be spent in the service of God and man, and their eternal life in the blessed and complete happiness of union with God in heaven.

Some 450 colleges are affiliated with one or another of the Protestant denominations. Strength of the ties varies greatly from college to college, ranging in religious stance from tightly fundamental to highly liberal. While the clear trend over the years has been toward a weakening of denominational ties, many continue to "keep the faith." A catalogue excerpt:

> The founding ideal of ———— is to provide young men and women of the twentieth century the opportunity to investigate truth from the position that all areas of true knowledge and divine revelation are compatible.

It is not easy to do justice to the rhetoric of "liberal arts education." Much of the more recent outpouring may be a natural response to the somewhat embattled condition of the liberal arts—under attack as it is by populist and vocational forces, advanced programs in the high schools, and pressures for graduate preparation and academic professionalism. Indeed, Jenks and Riesman speak of the "university college," as they call it, the college that prepares people for graduate school, as the key consequence of what they call the "academic revolution."[2] All this said, the goals of liberal arts colleges are commonly couched in terms of mastery of a basic intellectual heritage together with development of intellectual values and styles, aesthetic sensitivity, and attitudes of social and moral responsibility.

The scores of public four-year colleges across the country, while giving lip service to liberal arts purposes, are primarily in the business of vocational and pre-professional training, especially of teachers. The purposes of the public junior colleges, of which there currently are some 800, enrolling a third to a half of all the freshmen and sophomores in the country, generally involve providing terminal technical and vocational training, the first two years of college for students transferring to four-year institutions, and a range of public services for individuals and agencies in the local community.

Finally there is a variety of specialized institutions, such as technical institutes, theological schools, and art colleges, whose purposes are more narrowly drawn:

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> The primary purpose of the undergraduate school of————, as stated by the Trustees, is "to provide a collegiate education which will best train the creative type of scientist or engineer so urgently needed in our educational, governmental, and industrial development."

II. Some Institutional Uses Of Institutional Goals

Let me move on now to outline several ways that clear conceptions of institutional goals may be put to use on the campus. Some of the uses, such as the first two, are fairly general; the others are more specific. This listing is certainly not exhaustive, and the various entries are not independent either in the abstract or in practice.

(1) *As fundamentals of policy.* A conception of institutional goals may serve as the basic element in a formulation of the institution's policy, philosophy, or ideology. Stated goals help to tie together assumptions, values, and hopes for the institution into a coherent policy that then provides standards for present and future college operations.

A policy formulation containing clearly enunciated goals also enables individuals and agencies external to the campus—prospective students and staff, governmental units, funding agencies, for example —to be clear about the college's *raisons d'etre* and what can be expected of it.

(2) *As general decision guides.* A policy-as-goals statement, especially if democratically conceived and widely understood in the college community, should serve the entire community as a framework for reaching decisions, solving problems, allocating resources, and accordingly ordering actions in certain directions and not in others. The goals can be used as decision standards by all campus groups: by the trustees, for example, in approving architect's plans for the new student union, by department chairmen in recruiting faculty, by students in considering revisions to the judiciary code, and so forth.

(3) *In planning.* As institutions and systems have had to cope with expanding enrollments, and, now, with limited finances, they have been forced to engage in some sort of planning, be it crude or fairly systematic, short or reasonably long-term. The importance of goal-setting at the outset of the planning process is universally emphasized

by professional planners in both educational and noneducational settings.

Planning in higher education, of course, goes on at many levels, and goal consciousness, it may be argued, is critical at all of them: in the most futuristic thinking about national and international systems, in planning Siwash's next five years, in year-to-year budgeting in single institutions and their component units.

This last is particularly important for purposes of this paper. In the past few years there has been a notable infusion into higher education of various public finance analysis and management methods, of which perhaps the best known goes by the letters "PPBS." An important element in almost all PPBS and related models is identification of goals or "outputs" (the economists' preferred term). Various planners on college campuses who have written about the matter, however, pointed to the very great difficulty, in practice, of developing usable conceptions of college goals.

(4) *In management information systems.* A response chiefly to increasing university size and complexity, the management information system (MIS) is another new administrative tool currently enjoying a considerable vogue. MIS's have been developed to provide decision makers with relevant and timely ("computerized") data, use of which presumably leads to better decisions. As with the more general planning process, "a management information system calls for the clear explication of objectives and exposé of the processes by which the objectives are reached."[3]

(5) *In institutional evaluation.* The field of educational evaluation, as this audience hardly needs to be told, has grown into a new professional specialty with an evolving set of principles and techniques all its own. Evaluation has come to be understood as a process of information gathering focused on the extent to which an educational program is achieving predetermined objectives. Evaluation information is passed along to educational managers either (or both) during the course of the program or at its termination; in either event, the purpose is program improvement, meaning maximization of program objectives.

For the most part, educational evaluation has occurred in elementary and secondary schools and has been focused on specific courses or programs. Evaluation, however, can conceivably be extended to cover an institution's total educational program, and it is beginning

to take hold in higher education. Many universities have institutional research offices; there is a nationally organized Association for Institutional Research (AIR); a number of consortia of colleges have been formed to promote cooperative institutional research; and a range of assessment instruments have become available.

(5) *In implementing accountability.* "Accountability" is another concept sweeping across the educational landscape, especially, so far, in lower rather than higher education. Leon Lessinger, late of the U. S. Office of Education, and perhaps the father of the concept, has said:[4]

> In its most basic aspect, the concept of educational accountability is a process designed to insure that any individual can determine for himself if the schools are producing the *results promised.*

He goes on to say:

> Like most processes that involve a balancing of inputs and outputs, educational accountability can be implemented successfully only if educational objectives are clearly stated before instruction starts.

The distinction between evaluation and accountability implementation is not entirely clear, at least to me. Accountability seems to be concerned more with end results and less with process or means, has more a financial and efficiency focus, is more of a public operation (like an audit by an external agency), and carries a greater implication of finality—of hard judgments about total programs (rather than of trying to improve on existing ones). While prospects for this sort of accountability may seem distant for most colleges and universities, it seems to me the writing is on the wall.

III. ETS Research on Institutional Goals

What I am going to do now is lay out for you an R&D saga in three chapters. The first is of the past, completed; the second is underway right now; and the third is on the drawing boards.

Actually there is also a kind of introduction to the epic. Three to

four years ago several of us in Princeton—Pat Cross, notably—began thinking about the need for institutional goal definition, mainly in the context of evaluation. Any viable model for evaluating the effectiveness of a college, we thought, had to start with the institution identifying its goals. At any rate, in late 1969—and now we are into Chapter I of the epic—an opportunity presented itself in the form of a grant from the Regional Education Laboratory for the Carolinas and Virginia (RELCV) for a study aimed at defining the goal structures of five colleges that were working with the Lab in developing its Administrative-Organization System (AOS) model. Norman Uhl, then of ETS's Southeastern Office, was the project director—and Uhl set himself the task of testing out what is known as the Delphi technique in achieving consensus among diverse campus constituent groups regarding the goals of each respective institution. Thus, the objectives of the project were, first, to test the usefulness of the Delphi technique as a way of obtaining consensus about goals, and, second, to learn, for purposes of institutional self-study, how diverse constituent groups, on and off campus, perceive the goals of the respective colleges.

So, what is the Delphi technique? Briefly, it involves the following four steps:

(1) participants are asked to list their opinions on a specific topic, such as recommended activities or predictions for the future;
(2) participants are then asked to evaluate or rate the total list against some criterion, such as importance, chance of success, etc.;
(3) each participant receives the list and a summary of responses to the items and, if in the minority, is asked to revise his opinion or indicate his reason for remaining in the minority;
(4) each participant again receives the list, an updated summary of responses, a summary of minority opinions, and a final chance to revise his opinions.

Thus, applied to the matter of college goals, the Delphi method has the potential for providing an institution with (1) a range of ideas about goals, (2) a priority ranking of the goals, and (3) a degree of consensus about goals.

In Uhl's study, the major departure from the standard Delphi procedure was to omit the usual first step of asking respondents, in open-ended fashion, to list ideas. Instead, step one consisted of administering a previously prepared experimental Institutional Goals Inven-

tory (IGI). Figure 1 is an excerpt from that first inventory. The items were written by a group of ETS psychologists and sociologists, under the general direction of Uhl, in January 1970. This preliminary IGI was distributed to some one thousand individuals spread across samples of undergraduates, graduates (where applicable), faculty, administrators, trustees, and alumni from the five institutions, plus a small cross-section of people in the local community. The instrument consisted of 105 statements covering the 18 kinds of goals listed across the top of Figures 2 and 3.

Respondents rated each item on a five-point "importance" scale, and each item was rated in terms of both (1) perceptions of the existing goal structure, and (2) what the institution's goals ought to be (i.e., they gave "is" and "should be" responses). Eighty-five percent of the questionnaires were returned.

The second step was to distribute the same form to the same one thousand people, with two differences: the first was that the modal (most frequent) "is" and "should be" responses for each item were indicated on the form; and, second, individuals who this second time assigned a rating different from the step one modal rating were asked to write out briefly the reasons for their rating. Return rate for the second questionnaire was 80 per cent.

The third step was a repeat of the second, with the exception that this time separate sheets containing a summary of the minority opinions for each goal statement for the institution in question accompanied the inventory. Thus, in step three, participants responded to the IGI, knowing, for each item, both the modal response on the previous administration and the kinds of reasons people had for not giving the modal response. Return rate: 75 percent.

A small sample of the results is presented in Figures 2 through 5. Institution A is a church-related university located in South Carolina. What is noteworthy about the Figure 2 profiles is their similarity—how close together they are. It is interesting to speculate about what this means. Does it mean satisfaction? Does it mean complacency? Does it mean the end of aspiration?

Figure 3 depicts a predominately black university in North Carolina. Of the five institutions in the study, this was the one with the largest discrepancy between the "is" and "should be" profiles. The differences must mean that people are dissatisfied. Yet I think they also mean that there is a large measure of aspiration, that people want to move in a

Figure 1

*Excerpt from the Preliminary Institutional Goals Inventory Used in the RELCV Study**

GOALS		of extremely high importance	of high importance	of medium importance	of low importance	of no importance
To help students develop social skills, poise, and confidence.	is	☐	☐	☐	☐	☐
	should be	☐	☐	☐	☐	☐
To help students develop the ability to apply critical thought to all areas of life.	is	☐	☐	☐	☐	☐
	should be	☐	☐	☐	☐	☐
To promote concern in students for the well-being of others.	is	☐	☐	☐	☐	☐
	should be	☐	☐	☐	☐	☐
To ensure that students will be well qualified for a vocation.	is	☐	☐	☐	☐	☐
	should be	☐	☐	☐	☐	☐

* Uhl, Norman P. *Encouraging Convergence of Opinion, through the Use of the Delphi Technique, in the Process of Identifying an Institution's Goals.* PR-71-2. Princeton, N. J.: Educational Testing Service, February, 1971.

Figure 2

Institution A: Profiles of "Is" and "Should Be" Mean Responses
Third Questionnaire; All Constituent Groups Combined (from Uhl, 1971)

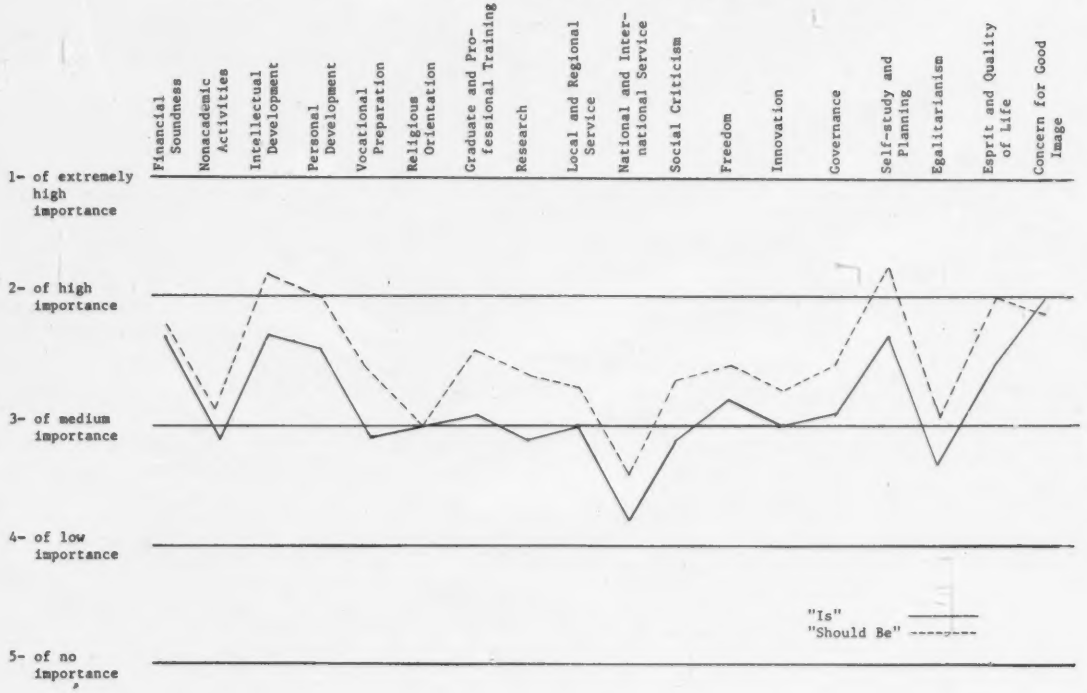
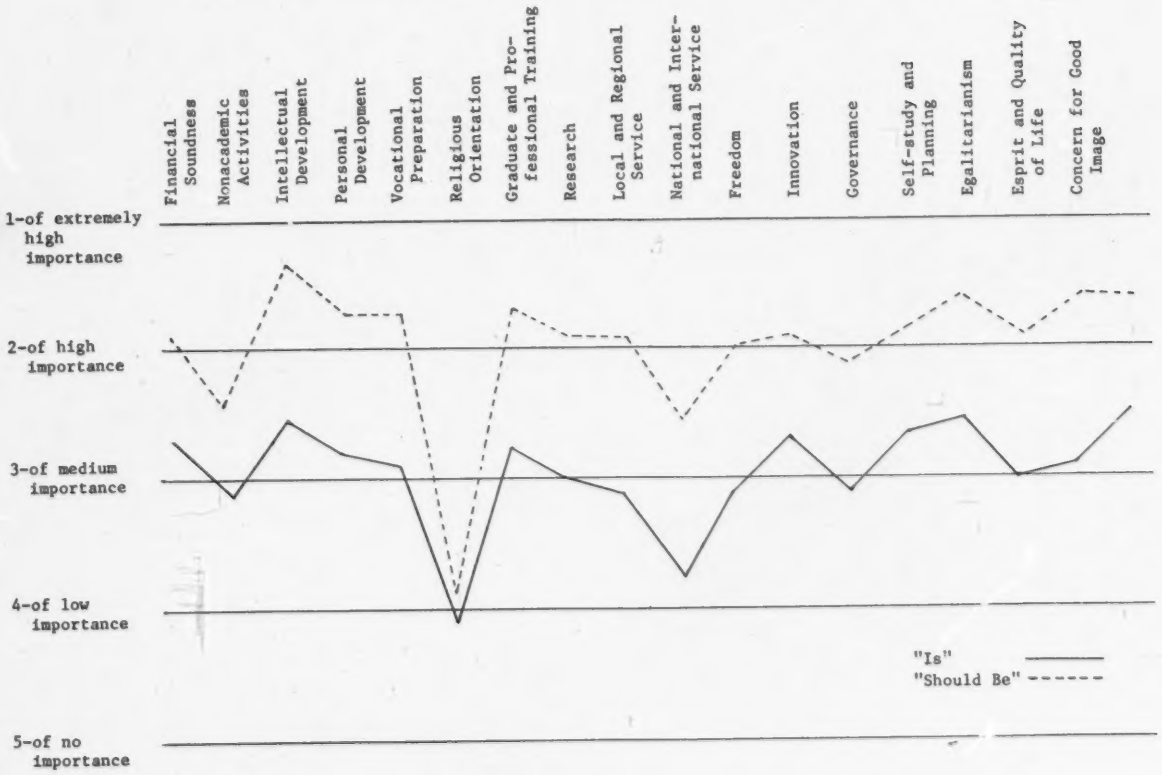


Figure 3

Institution B: Profiles of "Is" and "Should Be" Mean Responses
Third Questionnaire; All Constituent Groups Combined (from Uhl, 1971)

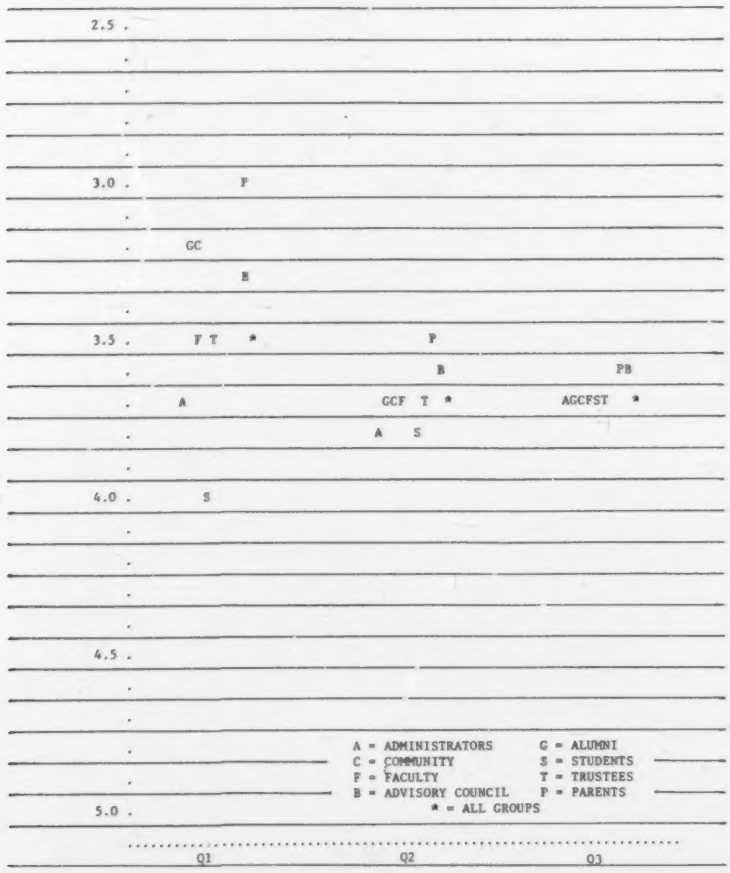


great many directions (except towards a religious orientation).

Figure 4 illustrates an instance of Delphi-"encouraged" goal convergence—specifically, regarding "National and International Service" (as an institutional goal) at the aforementioned South Carolina uni-

Figure 4

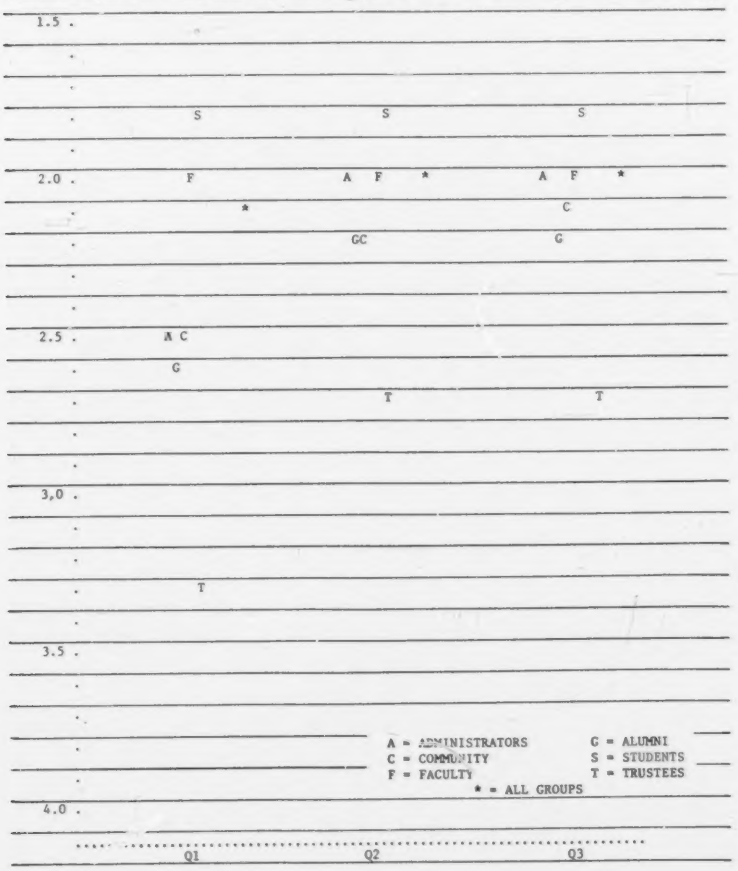
Institution A: Plots of Constituent Group Means for Three Questionnaire Administrations "Is" Ratings for National & International Service Goals (from Uhl, 1971)



versity. The letters represent constituent groups: "P" stands for Parents, "G" for Alumni, and so forth. The three clusters correspond to the three successive questionnaire administrators (Q1, Q2, Q3, across the bottom). On the first administration, the eight groups were quite

Figure 5

Institution C: Plots of Constituent Group Means for Three Questionnaire Administrations "Should Be" Rating for Freedom Goals (from Uhl, 1971)



far apart. On the second, the plots were closer, and on the third they were practically together (only two groups slightly deviant).

Figure 5 shows an instance where very little convergence took place. Institution C is a liberal arts college in Virginia. Freedom, as a goal area, involved academic freedom, personal freedom, allowing people to live their own lives, and so forth. Students and faculty did not shift at all from the first to the third questionnaire. The trustees moved somewhat. With low scores indicating high importance, the students (naturally) attached the greatest importance to freedom on the campus, and the trustees, the least. The Freedom and Religious Orientation goal areas consistently showed the least convergence at all five colleges; certain fundamental moral convictions seem to be relatively immune to Delphi influence.

In looking over all the Delphi plots (18 goal areas, "is" and "should be" ratings, five colleges), Uhl and I were impressed by the large number that showed definite convergence. Figure 4 is a selected case, to be sure; yet some three-quarters of all the plots depicted clear and substantial convergence. (To what extent Delphi-induced changes signify permanent attitude or behavior changes is probably an open question.) In general, off-campus constituent groups shifted more (toward the on-campus groups) than did the campus groups, especially on the "is" ratings, reflecting, I suspect, a fairly rational deference to the greater knowledgeability of the on-campus groups (faculty, administrators, etc.). A final clear finding from Uhl's study[5] was that considerable convergence took place *within* constituent groups, as well as between them. Standard deviations were almost invariably lower on the third than on the first questionnaire administration for a given constituent group on a given goal area.

The second chapter in this saga began just last February (1971), when some decisions were made to the effect that ETS would move fairly quickly to develop a goals inventory to be made available to colleges and universities in the fall of 1971, this coming fall. Norman Uhl had left ETS to return to university teaching and research, and the job of working with the IGI fell to me.

First of all, it was pretty clear that we couldn't market an instrument that had only been tried out at five institutions in the Carolinas and Virginia. In March, then, we began organizing a small pretest of a revised IGI, to take place in the West in May. Not much lead time, and May is probably the worst possible month to try to arrange for

students and faculty to fill out questionnaires. We invited a dozen colleges to participate, hoping to get four, we ended with ten.

Also in March, working with Uhl as a consultant, a number of additional analyses of the RELCV data were carried out. We attempted to determine whether items clustered together so that we could make decisions about which items from the preliminary IGI should be relevant for the new inventory. Included were four factor analyses, item intercorrelations for "is" and "should be" ratings—separately for students and faculty, as well as item means and standard deviations for these four groups.

We, Barry Morstain* and myself, began working with these data on April 5. We began eliminating items from the original instrument: items that were highly correlated, since we wanted every item to yield essentially unique information; items that were highly skewed or for which there was little response variation; items that showed little difference between the mean "is" response and the mean "should be" response.

At the same time we were working toward a slightly different conceptualization than the one embraced by the preliminary form. An Altruism/Humanism category was added—in part as a supplement to the Traditional Religiousness category, and an Accountability/Efficiency cluster of items seemed appropriate to the times. In addition to providing a focus for item writing, a conceptualization such as this one (Figure 6) serves at least two purposes: first, it provides a theoretical description of the domain—in this instance the domain of college and university goals—that the instrument is intended to measure; second, it has the more practical purpose of suggesting ways of scoring groups of items together, as scales or indices, which in turn make for convenience in summarizing and interpreting the results of the inventory on the campus. By this last, I mean it is often advantageous to be able to report research results in terms of 20 or 22 scale scores rather than in terms of the frequency distributions on 100 or 110 individual items.

Scale scores would also be more reliable than the responses to individual items. People at ETS tend to put great store on test reliability; they build long tests and obtain reliabilities in the high .90's.

* Acting Director, Academic Planning and Evaluation, University of Delaware, Newark, Delaware.

Thus the College and University Environment Scales (CUES), authored by Robert Pace at UCLA, has a small number of fairly long scales with high reliabilities. A more recent instrument from ETS, the Institutional Functioning Inventory, contains eleven 12-item scales

Figure 6

A Tentative Conceptualization for the Revised Institutional Goals Inventory (IGI)

Output Goals

1. Academic Development (acquisition of knowledge, academic mastery, etc.)
2. Intellectual Orientation (as an attitude, style, commitment to learning, etc.)
3. Individual Personal Development (of one's unique human potential, etc.)
4. Humanism/Altruism (idealism, social concern, etc.)
5. Cultural/Esthetic Awareness (appreciation, sensitivity to the arts, etc.)
6. Traditional Religiousness
7. Vocational Preparation
8. Advanced Training (graduate, professional)
9. Research
10. Meeting Local Needs (community public service, etc.)
11. Public Service (to regional, state, national, international agencies)
12. Social Egalitarianism (meeting educ. needs of people throughout the social system)
13. Social Criticism/Activism (toward change in American life)

Support Goals (internal college goals intended to help realize the "output" goals)

14. Freedom (academic, personal)
15. Democratic Governance (emphasizing structural factors)
16. Community (emphasizing attitudinal factors—morale, spirit, ethos)
17. Intellectual/Esthetic Environment (intellectual stimulation, excitement, etc.)
18. Collegiate Environment (extracurricular activities, social life, athletics, etc.)
19. Innovation
20. Evaluation and Planning
21. Accountability/Efficiency
22. External Relations (toward understanding and mutually beneficial relations between campus and external constituencies)

with reliabilities averaging about .90. In building the IFI, we followed the customary item-analyses procedures designed to maximize internal consistency reliability. We got good reliability, from fairly short scales, but at some cost in making every item work—yield unique information for the user college. Items in a given IFI scale tend to intercorrelate in the .70's. With the IGI we will be covering a broader conceptual domain [22 goal areas], with shorter and less reliable scales, but every item will be doing work—providing unique information to the college. I expect that the five items in a given IGI scale will intercorrelate about .40 on the average. IGI reliabilities will not be ridiculously low; Uhl obtained coefficient *alphas* in the .70's with four, five and six item measures.

Once we were satisfied with the modified conceptual framework, and having decided that each scale would consist of five items, we began formulating new goal statements—entirely new sets of items for the new constructs such as Accountability/Efficiency and Altruism/Humanism, and additional items to round out the existing categories where not enough of the old items survived the various statistical criteria. By mid-April we had a long draft inventory for sharing with colleagues in Berkeley and Princeton. The following week was spent haggling about phraseology and generally worrying the items into forms we were satisfied with. (Parenthetically, many people look down on item writing as a menial task, something you turn over to research assistants. I personally think that writing questionnaire items that really do good work for you is a fairly challenging intellectual task.) Also during that week we decided that "Joe College" was still alive on many campuses, and that we indeed needed items about bigtime athletics, fraternities and the like—i.e., a Collegiate Environment scale. Then, at the last minute, on the advice of friends in Princeton, we went from what was a single "intellectual development" category to the twin scales of Academic Development and Intellectual Orientation. The eventual revised IGI, then, consists of 110 goals statements—five for each of 22 goal categories (see Figure 6).

During May, right now, the colleges are distributing the form to samples of 100 or 150 students and faculty. One college is also including their trustees and another its administrators. Still another is planning a fairly large administration to alumni and parents. We will do the scoring in Berkeley in June and send back to the colleges item tabulations and mean scores for the 22 scales, for both the "is" and

"should be" ratings, separately for students, faculty, and trustees.

Then in July we will organize a comprehensive review of everything done thus far. We will consider the conceptualizations, items, and hard data from both the RELCV and west coast studies. We will look at the "soft data"—the critical comments from respondents and the new ideas about goals offered on the last page of the inventory. More important, we will want to make use of one or more panels of informed and insightful people from the campuses, who can help us insure that the instrument, insofar as possible, covers the domain of institutional goals for the broad spectrum of American higher education. More important than any of the statistical criteria, it seems to me, the instrument must deal with issues that colleges are struggling with as they formulate and modify institutional policy and practice. Such issues and goal conceptions, of course, are constantly changing and evolving. I would hope, myself, that any operational IGI would assume revision, perhaps on a yearly basis.

At any rate, from out of this comprehensive review will come a final, operational IGI, printed in machine-scorable format, and distributed and scored through ETS's Institutional Research Program for Higher Education (IRPHE), the program that distributes the College Student Questionnaires (CSQ), CUES, the IFI, and the other instruments and services for institutional self-study.

Let me quickly outline tentative plans for the next one to two years —the third chapter in this stirring story.

When the IGI becomes available in the late fall, there will be no norms for the instrument, no comparison data against which a given college can interpret its own IGI data. The plan is to carry out a national norming study during the 1971–1972 academic year, with the cooperation of a sample of perhaps 100 colleges and universities. It will be a stratified rather than a random sample. We will want to have, say, 10 each of public universities, private universities, Protestant colleges, public junior colleges, and so forth, so that separate norms can be assembled for some ten different types of institutions. At each institution the form will be administered to samples of up to 150 faculty, perhaps 200 to 300 students, and to all the members of the governing boards. Each set of norms (e.g., for public universities), then, will consist of a rather substantial amount of data—item and scale norms, for both the "is" and "should be" responses, for faculty, students and trustees.

During the following year a manual for the use of the inventory will be prepared, which, in addition to most of the usual kinds of information found in test manuals, will also contain an extensive discussion of how a college might make use of the IGI data in setting goals and in otherwise reaching decisions and drawing plans in various areas of institutional policy and practice.

The next two years' work, however, will represent more than just a norming study. If all goes as anticipated, the project should also be a major substantive study of purposes in American higher education—in particular, of how people at different types of colleges across the country understand the goals of their institutions—both as they perceive them now, and as they think they ideally should be. Furthermore, I am hoping that we can study what various groups of people off the campus believe about the goals in higher education in America. It should be possible, perhaps with the cooperation of graduate students at the state university in, say, six state capitals, to administer the IGI to people such as state legislators, high school teachers, business leaders, construction workers, policemen—with the local public university as the institutional referent.

IV. Conclusions

(1) Perhaps it is gratuitous to say that the college intending seriously to redefine its goals must first consider whether or not it indeed has the power to define its own directions and then to act in pursuance of such new understandings. I say this mindful of the clear trend of more and more colleges to find themselves deferring to higher authorities. This question of autonomy is particularly unavoidable in the public sector, with the rise of statewide systems, coordinating bodies, and master plans, together with seemingly hardening orthodoxies about what certain kinds of colleges are supposed to do—about the role of the public junior college, for example.

Should all the campuses in a system be similar or "comparable," or should each strive for distinctiveness? There has to be coordination in a multi-campus system, no doubt about it. Yet, there also has to be, I am equally certain, opportunities for meaningful participation by the people involved in the educational work of the campus, in determining the content and process of that work. Reaching accommo-

dations on these and related issues will require administrative statesmanship of the highest order.

(2) Institutional goal determination, it seems to me, has two end products: (a) identification (statement) of goals, and (b) establishment of priorities among the goals. An institution's "goal structure"—its rank-ordering of goals—can be said to be "determined" when some level of consensus has been reached through a process that is democratic and participatory. The goal determination process must universally (on the campus) be regarded as fair if the resulting goal structure is to have legitimacy, if it is to be accepted as morally proper in the college community. These are heavy problems, elaboration of which is well beyond the scope of this talk.

(3) Whatever the specific goal determination mechanisms adopted may be, the responsibility for setting the process in motion, for laying out the charge, and for dealing with the autonomy question, lies with the chief campus administrator. This is the conclusion of a number of people who have studied the situation rather more closely than I have. Determination of college mission, in short, is a critical leadership function of the college president.

(4) Institutional goals would profitably be conceived in two categories:

[a] Outcome goals. These are the desired states the college seeks to realize—characteristics of graduating seniors, kinds of research and development to engage in, kinds of public services to perform, and so forth. These goals, I should think, would be stated at about the level of specificity of the goal statements used in the two studies I mentioned.

[b] Support goals. These are the goals, attainment of which facilitates reaching the outcome goals. They have to do with instructional measures, educational environment, and the like. In a sense, they are planning goals (e.g., of a five-year plan): to double the library holdings, or the number of fine arts faculty; to establish a center for ecological studies or a remedial skills center, for example. Support goals, in short, are intended to optimize the previously identified outcome goals.

(5) The mechanics of institutional goal determination might well involve both a committee-like task group and some form of opinion or values survey, such as the IGI. The task group should include representatives of the various campus constituent groups, including trustees

(who presumably have encouraged the goal analysis effort from the start). Task group members could be elected by their respective constituencies, or they might be volunteers. Institutions having an All-College Assembly or some other unicameral governing body could form a goals determination subgroup from the membership of the unicameral body.

Numbering about twelve members and chaired by the college president, an important job of the Task Group on Goals is to organize, help plan and implement, and generally oversee a goals survey. Once the survey is completed, the Task Group would conduct open hearings on the survey results, and eventually prepare a report setting forth a goals structure for the college.

(6) Finally, it seems essential in these times that colleges articulate their goals—to give direction to present and future work, to provide an ideology that can nourish internal cooperation, communication and trust, to enable assessment of the institution as a means-ends system, to afford a basis for public understanding and support. Indeed, the college without the inclination or will to define itself, to chart a course for itself, can look forward either to no future, to a kind of half-life of constantly responding to shifting pressures, or to a future laid down by some external authority. Neither prospect pleases.

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